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ABSTRACT

This report presents important issues involved in the use of volunteers in the juvenile justice system. Chapter I discusses volunteer program designs, organizational structure, potential program applications, and public relations. Chapter II reviews the volunteer: who he is, his motives for volunteering, and suggestions for recruiting, screening, training and matching. Chapter III comments on the legal issues involved in using volunteers, including the liability of the state/agency and the volunteer and the insurance programs for volunteers. Chapter IV discusses the financial aspects of volunteer programs, including expenses and sources for program funding. (Author/PJC)

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VOLUNTEER SERVICES

Prepared For

The Office of Juvenile Justice
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The Law Enforcement Assistance Administration

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INTRODUCTION

Volunteerism is not new to the American scene. However, the utilization of volunteers by courts began barely a decade ago. It is currently estimated that over 60 percent of juvenile courts throughout the country are using some type of volunteer services in over 20 job categories. Volunteers are estimated to be over 1,000,000 strong.

The basic purpose of volunteers is to increase the quality and variety of services to the juvenile offender without significantly increasing staff time or court budget. Volunteers are a productive investment of staff time--not a substitute for it.

Volunteers have had documented impact in three major areas: rehabilitation, public relations, and economic value. Findings from a 1966 study in Colorado indicate the following results:

- Volunteers in the home community eliminate the added tax burden of institutionalizing the child if there is a danger of repeated offense.
- Volunteer tutors reduce the school dropout rates for probationers.
- Volunteers can counteract anti-social attitudes and give more positive direction by working on a one-to-one basis with the probationer.

The volunteer program in Royal Oak, Michigan, reported recidivism dropping from 20 percent to 10 percent after establishing a volunteer probation counselor program. Changes in personality patterns were also noted in 16 out of 18 probationers. Other impacts from the Royal Oak program were increased citizen awareness and responsibility as well as an increased awareness by the court of the community's resources.

Perhaps the broadest impact of volunteer programs has been in the field of corrections itself. Volunteer programs have shifted the court from penalty-type probation toward positive, achievement-oriented probation programs. Volunteer programs that are well planned and administered have proven not only to be an effective cost measure, but also to be a strong link between the community, the child and the juvenile justice system.

While many volunteer programs lack complete cost benefit analysis, all show varying degrees of economic value, in addition to positive social value to the community. There is no doubt about the added value volunteers bring to the juvenile justice system.

It has been estimated that, nationally, court volunteers contributed at least ten million dollars worth of services in 1971 alone. The Colorado court estimated its cost in direct volunteer support expenses to be ten cents an hour--an annual savings of $3,000.

The State of Florida's volunteer homes program was developed to respond to dangerously overcrowded juvenile detention centers without adding to an already strained budget. During the first quarter of operation, 1,181 children were temporarily provided food, shelter and supervision over 7,506 days of actual program participation. The $36,650 cost of administering the volunteer program for status offenders was less than one-sixth the expense of housing those same children in a conventional detention center.

This report presents important issues involved in the use of volunteers in the juvenile justice system. Chapter I discusses volunteer program design, organizational structure, potential program applications, and public relations. Chapter II reviews the volunteer: who he is, his motives for volunteering, and suggestions for recruiting, screening, training and matching. Chapter III comments on the legal issues involved in using volunteers, including the liability of the state/agency and the volunteer and insurance programs for volunteers. Chapter IV discusses the financial aspects of volunteer programs, including expenses and sources for program funding.

Chapter I

GETTING STARTED

Program Design

Lack of adequate planning is one reason for the failure of one out of every four to five volunteer programs within the first two years of operation. At least a two-to-six month planning period should precede program start-up. The general direction of a program and the framework within which it will operate must be clearly established at the beginning. A guiding philosophy might include the following points:

- Volunteer services should be considered an integral and coordinated part of the Juvenile Justice Department rather than an appendage.
- Volunteers are partners with the professional staff and comprise an important part of the treatment team.
- Volunteers complement rather than replace the professional staff.
- Volunteers are not paid and therefore have a special meaning and value to the children they serve.
- Volunteers represent community care and concern rather than professional treatment in their relationship with children.
- Volunteers possess a richness and a variety of talents, skills, and interests which are shared through large investments of time and energy to meet the normal and special needs of children.
- Volunteers help the professional staff to treat the whole child, his physical, social, emotional, and intellectual needs.
- Volunteers relieve staff of time and energy consuming duties so that professional services may be maximized in areas of greatest need and concern.

Needs Analysis

The initial step in program design is to identify and define the needs of the court and the community in dealing with the youthful offender. Areas to be considered include:

- Needs of the offender (e.g., more recreational facilities)
- Needs of the court (e.g., additional dispositional options, prevention programs, recreational or educational programs)

- Wishes and needs of the staff (e.g., time free for professional development)

Once these have been identified, it must be determined which needs can be met by existing staff and which require additional personnel or funds. Those needs that cannot be met by existing staff form the basis for the volunteer program design. A proven technique for identifying staff needs and wishes which also encourages staff cooperation and program acceptance is the "Drudge-Dream List." Staff members are asked to list all activities and approximate time spent in a typical day performing tasks which they feel are drudge tasks. Examples of drudge tasks are answering the phone, updating files, scheduling appointments, and phone checks. They are also asked to list those activities which they get satisfaction or pleasure from but have too little time to participate in. From each list the staff is then asked to note which tasks they feel volunteers could perform in a manner beneficial to all concerned. These tasks are then integrated into program design and become useful aids in identifying volunteers for recruitment.

Goals and Objectives

The most critical aspect of program planning is determining goals. What should the program accomplish? Are the goals realistically set? Do they reflect court philosophy and community needs and resources? Participants in the goal setting process should include representatives from all areas of the juvenile justice system: judges, professional staff, community and youth leaders, experienced volunteers, and offenders or ex-probationers.

Program design will evolve from goals and objectives. The development of program objectives should include the following considerations:

- Structure, philosophy, and nature of the court
- Nature of the offender
- Wishes of the staff
- Community needs and resources.

Objectives should be clearly stated but flexible enough to allow for change.

Alternatives

The next step in planning is developing alternative strategies to meet program objectives. The following are points to consider:

- Alternatives should not be an unnecessary management burden for the court staff.
- Alternatives should be non-threatening to all concerned.
- Alternatives should be attractive to potential volunteers.
- The program should meet the real needs of the offender.
- The program should elicit favorable community response.
- Program alternatives should be subject to ongoing evaluation and cost-benefit analyses.
- The talents, skills, and interests that volunteers invest should be used not only to maximize professional services, but also to satisfy the needs of the volunteer.

Program Components

Once alternatives have been selected, program components can be delineated. These areas should be included:

- Volunteer identification
- Volunteer recruiting
- Court staff orientation to volunteers
- Volunteer screening
- Volunteer training
- Volunteer/client matching and job placement
- Supervision of volunteers
- Recordkeeping and program evaluation
- Continued funding.

Each of these components is discussed in more detail in the next chapter.

A universal maxim for volunteer programs is "start small." Provide only those needs that are top priority and most feasible. Pilot programs are strongly recommended because they are a natural extension of the planning process. Working out the bugs is always simpler in smaller programs.

Program Evaluation

To evaluate a program there must be a system of recordkeeping. Volunteer program recordkeeping should be a natural extension of the existing recordkeeping procedure for the paid staff. If possible, volunteers can set up and maintain their own records. Basic information for the recordkeeping system includes:

- Volunteer registration or application form
- Volunteer job placement
- Volunteer reports on time spent on probationer, including total hours, mileage, expenses, and attendance at meetings
- Examination or test results (psychological) on the volunteer
- Supervisor's notes on volunteer's performance
- Estimated dollar value of volunteer time donated (most programs average between $3.00 and $4.50 per hour)
- Amount of staff time and estimated dollar value.

The information required to evaluate a program will be adapted to its objectives. For example, a tutorial program might have as an objective increased success in school for all probationers in the program. Achieving this objective could be measured by the number of volunteer hours spent tutoring or the percentage of grade improvement or the rate of dropouts compared to previous years.

Program evaluation can be performed by regular staff alone or in cooperation with volunteers, probationers and families, or by an independent evaluator.

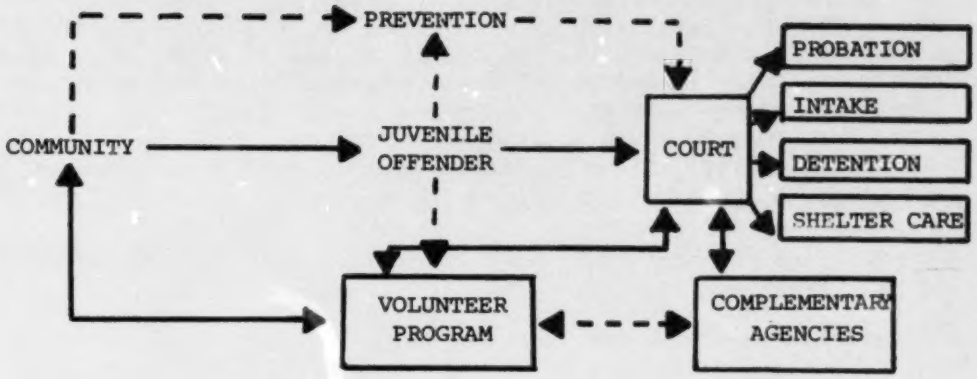
Program evaluation is only as valuable as the action it prompts. All program participants should regularly review evaluation results and make suggestions for program revision.

Organizational Structure

The volunteer program is an integral part of the court and juvenile justice system within the community or state. It should not be considered a sub-department. It is central to all functions of the court, participating in both the input and output functions. The figure on the following page shows the schematic representation of volunteer programs in the court system and the community.

FIGURE I

VOLUNTEER PROGRAMS IN THE
JUVENILE JUSTICE SYSTEM



Program Staff

The responsibility for coordinating the program should be assigned early in the planning to either an existing staff member, a paid volunteer director, or a volunteer with appropriate administrative and management skills. Suggested areas of staff assignment and responsibility are listed. One staff member may be responsible for more than one area.

- Administration: Program policy and direction; personnel selection, policy, and supervision; cash and in-kind funding; public relations; accountability to sponsors.

- Supervision: Interviewing volunteers and clients; matching volunteers with clients; in-service training for volunteers and clients; supervision of volunteer-client relationship; development of community resources.

- Program and Community Resources: Development and maintenance of program and community resources (e.g., camping trips, tickets to sporting events, free services such as haircuts, medical and dental care and locating sources for donations such as supplies to the program).

- Financial Management: Management of financial and program statistics; purchasing; budget preparation and projection; monitoring program efficiency.

- Recruitment: Recruitment of volunteers and clients through presentations, personal contacts, or mass media.

- Graphics: Development and production of program materials (e.g., brochures, newsletters, slide presentations, forms).

- Secretarial: Receptionist; staff secretarial support.

The concept of utility should be considered in determining the ratio of volunteers to staff. At what point will the addition of volunteers increase staff responsibility and budget so that it is not economical to enlarge volunteer services? A ceiling should be established. One agency recommends that at least one new professional staff member be added for every 50 to 75 additional volunteers. For programs with fewer than 50 volunteers, these guidelines are helpful to determine staff-volunteer ratios:

- Programs with 50 or more volunteer should have a full-time paid director.

- Programs with less than 30 volunteers can operate with a part-time director.

- Programs with up to 10 volunteers can use a volunteer director or be absorbed under the present court management staff.

Staff-Volunteer Relations

The relationship between paid staff and volunteers is crucial to program success. The way staff members perceive their roles and those of volunteers is the key to an effective working relationship. Insecure staff members may feel threatened by volunteers who they think are intruding into their areas of responsibility. The volunteers may be highly qualified and seen as a threat to a staffer's job. Volunteers, on the other hand, may feel inadequate or intimidated by the professional staff. These attitudes reflect a lack of careful program design and open communication between staff and volunteers.

A Colorado expert, Ivan Scheier, has identified the following staff concerns and program responses regarding volunteers.

- Concern: Volunteers may not be as effective with the clients or may harm them.

  Response: Pre-program orientation for staff should present the positive impact of volunteers on juvenile offenders.

- Concern: If volunteers are successful with clients they may deprive staff of the satisfaction of direct client contact.

Response: By reducing staff caseload, volunteers actually provide opportunities for more direct satisfaction for the staff.

- Concern: Volunteers may be able to perform staff jobs with little or no special training and for little or no cost and, therefore, are a threat to job security.

  Response: Experience shows that volunteers require more paid staff, not fewer, and that they add to the challenge of professional roles while lobbying on behalf of the program and increased funding.

- Concern: Volunteers must be controlled to prevent program breakdown and yet staff seems almost powerless since volunteers are unpaid.

  Response: Good program design makes the volunteer accountable to the goals of the system as well as to the staff.

- Concern: Volunteer programs might "rock the boat."

  Response: Volunteerism is hardly a radical idea and has a documented history beginning in the mid-19th century.

- Concern: While volunteers may be nice, well-intentioned people, the first five concerns above do exist. However, what is offered for free should not be criticized. These notions lead to conflict and guilt feelings.

  Response: An adequately-oriented staff who is familiar with volunteer capabilities and who chooses to work with volunteers usually avoids these problems.

Staff/volunteer conflicts are less likely when separate and distinct roles for each are clearly stated in job descriptions. For example, volunteer job responsibility might include: 1) primary responsibility for one-to-one contact with probationer; 2) informal public relations; 3) housekeeping chores. The professional job description, in contrast, might involve: 1) supervision of volunteers in program areas; 2) diagnostic, pre-sentence and probation investigations and reports; 3) community relations, working with families and employers and juvenile prevention programs.

Supervision/Authority

Two major issues arise when volunteers are used in one-to-one contact with probationers:

1) How much decision-making authority does a volunteer have?

2) When should a volunteer defer to his professional supervisor?

There is no hard and fast rule on these issues as there is great diversity among volunteers and they should be treated as individuals. Therefore, policy decisions should allow for volunteer discretion to be exercised under staff supervision. Again, if job descriptions are not clearly stated, the professional supervisor may feel uncomfortable with the volunteer. A two-way system of supervision in which both the court and supervisor respond to the volunteer's activities and needs has proven effective in dealing with problems of supervision and authority.

Staff Orientation to Volunteers

Staff should be oriented to the uses and benefits of volunteers before volunteer programs are initiated. The following is a broad curriculum outline for staff orientation to volunteers:

- Discuss staff experience in other volunteer programs.
- Discuss the volunteer movement statewide and nationally, and establish it as a fait accompli.
- Emphasize the concept of volunteer usage and its diversity.
- Analyze staff jobs in relation to diverse volunteer jobs.
- Present research on the impact of volunteers.
- Discuss volunteer program systems analysis.
- Emphasize importance of staff leadership.
- Role play in volunteer training situations.
- Participate in volunteer pre-service training and other field experiences.

Professional staff aware of their own roles and those of volunteers provide the foundation for effective staff-volunteer relations. A mutually accepting and supportive relationship is a must for program success.

Potential Program Applications

Volunteer services in the juvenile justice system continue to expand as communities identify local needs and resources. Many innovative programs have been developed to respond to critical conditions such as overcrowding, severe budget cutbacks, and understaffing. Programs continue to enlarge their services as initial projects become established and exhibit real impact. Volunteer program categories include:

- Volunteer Probation Officer: The most widely used volunteer program is the Volunteer Probation Officer. Under this program, volunteers are carefully matched to offenders and have varying degrees of responsibility for the probationer. A pioneer program of this kind, V.I.P. (Volunteer in Probation), was developed by the Juvenile Court in Boulder, Colorado.

- Friendship/Companion: Programs whose basic purpose is providing friendship or companionship to troubled juveniles are also widely used. Partners, Inc., which began in Denver, Colorado, has served as a model for many programs which use the one-to-one relationship in shared activities. The Mystery Caller Program in Dallas, Texas, uses high school students as friends to high school probationers.

- Tutorial: Many juvenile offenders are in real need of special help in reading and math. Volunteer programs such as Two Together, Inc., in New York City, matches tutor to volunteer on a one-to-one basis with a minimum commitment of one year.

- Counseling: Most court programs provide some counseling for the probationer, either individually or in group sessions. The Family Group Counseling program of Ingham, Michigan, counsels the parents of children on probation and is an effective way to change the home environment.

- Transportation: Transportation for probationers to court, counseling, and medical services is a real need of court programs, particularly in rural areas. Volunteer transportation services have been successful in many areas of the country. Insurance requirements for such programs must be met prior to initiation (see Chapter III - Legal Issues).

- Medical and Dental Services: Local medical and dental organizations can provide required services to probationers on a volunteer basis and should be included in program planning.

- Religious: Local church organizations are willing and interested in providing religious support and counseling. These services can be integrated into many aspects of other court programs (e.g., Jewish Board of Guardians in New York City provides a court referral service).

- Arts: Enrichment programs for probationers are often low on the priority list. However, where volunteers indicate an interest in providing enrichment in the arts this kind of program can be quite effective in diverting juvenile offenders. The New Focus: Arts and Corrections program in Minnesota has proven successful in raising self-concepts, increasing success levels and providing a means of self-expression as an alternative to violent or criminal acts.

- Volunteer Homes: An alternative to jail or temporary detention is a constant concern of those in the juvenile justice system. The volunteer foster homes program developed by the Division of Youth Services in Florida provides temporary housing for status offenders at great savings to the state. Juveniles stay an average of four to six days in volunteer homes in an atmosphere of genuine care and concern. The Interim Family program in Ithaca, New York, provides temporary homes for troubled youth on a longer basis. Financial aid is provided to families who may need it in order to participate in the program.

Public Relations

One goal of volunteer programs is the promotion of public relations at a level of community involvement that bridges the gap between the court and the community. It recognizes that juvenile and misdemeanant crime is a community problem and community responsibility. The following are points to consider in developing a public relations program for volunteer services:

- Local media should be kept informed on a continuous basis through written releases which include facts and statistics.
- Talks should be given to local churches and service, business, and school groups.
- Personal contact with the community should be maintained.
- Special projects:
  - Human interest stories for media
  - Fundraising events
  - Tours of court facilities and programs on "Volunteer Services Day"
  - National recognition for innovative programs.

The Volunteer Coordinator is responsible for handling public relations and establishing rapport with press and other public relations media. However, public relations professionals in the field serving as volunteers can plan and direct a public relations programs more effectively if their services are available.

Chapter II

THE VOLUNTEER

Who and Why

A profile of the average volunteer shows a middle-class, married woman who is well-educated. While the white middle-class volunteer predominates in court programs, minority volunteers do exist and are being actively recruited by all programs. The Volunteer Bureau/Voluntary Action Center of Greater Seattle has developed a low-income volunteer project which has proven quite successful. More will be said on minority volunteers in a later section of this chapter on recruitment.

Although the character of volunteers is changing, they have been drawn traditionally from these sources:

- Friends of the court and staff
- Women (65 to 90 percent are women and of that percent, 75% are married)
- Middle class (average annual income is $12-$15,000)
- Service organizations and volunteer bureaus
- Religious groups
- Well-educated people (75% have had some college)
- "People-contact" occupations and professions
- College organizations and casework interns
- Other trainees (e.g., Comprehensive Employment Training Act)
- Teenagers
- Middle-agers (the percent of volunteer participation peaks between 30 to 55-years old)
- Retired people (10 percent are 60 years of age or older)
- Activists and busy people
- Community newcomers
- National volunteers (e.g., Volunteers In Service To America).

What motivates volunteers to give of themselves and their time so freely? Generally, there are five primary motivations for volunteers:

- Altruism or the desire to become involved with a humanistic cause
- Desire for personal growth
- Need for more meaningful personal relationships
- Need for change of pace
- Ambition to succeed in a given field.

Based on these motivations, programs can be designed to provide opportunities for volunteers to fill part, if not all, of their needs. The concept of volunteer incentive and support is basic to program success.

Staff has a responsibility for volunteer motivation through informal recognition, such as addressing volunteers by name or commenting on a job well done. Informal motivators often mean more to volunteers than more formal recognition, such as banquets, certificates, publicity, or letters of appreciation from judges. Other aspects of the volunteer program which contribute to volunteer support and incentive are good recruiting and screening, adequate training, careful matching, easy staff-volunteer communication, ongoing evaluation and creative program design.

Volunteer's Role

The court generally views the role of volunteers in its program in one of three ways. In some programs, authority is delegated to a volunteer to direct and supervise a probationer on a one-to-one basis. These volunteers exercise their discretion in interpreting court policy. Other courts use volunteers as friendship or parent models in which there is a strong personal relationship but the volunteer has no responsibility for supervising the probationer. A third volunteer role is that of group participant with the probationer in outings, counseling sessions, etc. Volunteers also provide service and financial assistance. Many courts have volunteers functioning in all these roles according to court needs and volunteer skills and interests. Whatever roles volunteers assume, recruiting, screening, training, and matching procedures should be designed to prepare them to be effective.

Volunteers who participate with probationers on a one-to-one basis view their role in a less structured way - as friend or as mediator. As friend or as counselor to the probationer, he can provide something that, in the eyes of the child, the paid staff cannot, such as friendship and support stemming from care and concern rather than job responsibilities. This aspect of volunteer-probationer relationships is perhaps the strongest element of volunteer programs. The volunteer may also see himself as a

mediator, a go-between for his probationer and the court, his family, or the community. As advocate or broker, the volunteer can provide new resources for reintegrating the offender into the community while educating the community to the needs of its youth through prevention programs. These roles are not without pitfalls and require professional guidance to avoid conflicts with court policies.

Recruiting

The key to successful recruiting is selectivity. Program needs are identified (as suggested in the previous chapter) and the list of needed services becomes the target for volunteer recruitment. Selective recruitment includes an initial screening to avoid enlisting volunteers who cannot be placed in suitable assignments. Techniques for recruiting are:

- Assign responsibility for the recruiting program to a staff member or the Volunteer Coordinator.
- Develop a realistic and challenging presentation of what the program offers volunteers and the kinds of assignments they will have.
- Begin initial recruitment with court staff and friends.
- Make personal presentations to selected local groups and individuals (e.g., Junior League, Rotary Club, Kiwanis, Chamber of Commerce).
- Conduct tours of court facilities and programs for target groups.
- Use special mailings to target groups.
- Distribute materials on the program in selected public places (e.g., bulletin boards, libraries).
- Use mass media to inform the community about the program (radio and T.V. spots, newspaper releases and even the help wanted column).
- Follow up on each inquiry with either literature or a phone call within 24 to 48 hours.

Analysis of the typical volunteer presented in the preceding section indicates the major recruiting problem - how to attract more men, more working class people, and more minorities. The majority of probationers are from one of these groups and the need for more recruits is obvious. Special recruiting techniques and incentives are required to attract these volunteers.

Many blue-collar workers and minority people feel they lack sufficient education or training to be effective volunteers, cannot afford the expense involved, or lack transportation or child care facilities to

participate in volunteer programs. Special training programs can be developed to emphasize the natural abilities and skills of these volunteers. Volunteers who indicate a financial hardship can be reimbursed for expenses or perhaps paid a small stipend for their services.

Special focus is currently being aimed at minority recruitment. One of the basic problems with minority participation is how to create a situation which will give a sense of meaningful participation, a stake in the ownership of the program and hence, a commitment to the program. Suggested approaches to the problem include:

- Provide a range and flexibility of services both within and out of the system
- Include minorities on the staff and on the policy-making and planning groups for the program
- Use minority leaders to help recruit
- Make available transportation, child care centers, and financial aid for minority volunteers
- Utilize existing neighborhood facilities for meeting places.

Screening

The volunteer screening process is a necessary form of program quality control. It operates much like the process used to screen paid employees. Ideally, it allows volunteers to screen themselves out of the program if they feel they cannot meet the commitment in terms of time and energy. Introductory brochures, orientation, and training should clearly spell out the required commitment. Volunteers who drop out along the way have usually screened themselves out, leaving the coordinator with only a few applicants to screen. Methods for staff screening of volunteer applicants following the self-screening process include:

- Use of registration and application forms
- Reference and background checks
- Interviews
- Psychological testing.

Since not all well-meaning volunteers are suitable for service in a court setting, the coordinator should consider ways of "turning them down without turning them off."

- Provide a maximum number of honorable exits for the volunteer prior to the final decision - encourage self-screening (e.g., after orientation, give volunteers a chance to drop out if they change their minds).

- Avoid explicitly promising particular assignments.

- Offer a different or less demanding job rather than a waiting list.

- Refer them to another volunteer agency more suitable for their talents.

Suitable volunteers for which the program has not identified a need should not be automatically screened out. Reassessment of the program's current and future needs will frequently identify services which these volunteers can provide.

Training

Should volunteers be trained? What should be the objectives of training programs? What should be the contents of the program? How should training be delivered?

Some people feel that formal training may tend to destroy the personal element of volunteer-probationer interaction. Rational training programs are designed to build upon the innate capacity of the human concern in developing skills to deal with the juvenile offender.

As a minimum, training should (1) provide the volunteer with information about the court and the juvenile justice system; (2) develop the skills necessary for working with young offenders. Sometimes, training may also be necessary to change the attitude of the volunteer to the probationer.

There are many variables involved in determining the content of volunteer training programs.

- Information on the history and role of the juvenile court and how it functions; a tour of court facilities and programs; a meeting with key people -- Juvenile Judges, District Attorney, Chief Probation Officer, Juvenile Police Officer

- Familiarization with probationers and their environment as well as an overview of theories on juvenile delinquency and child growth and development

- Information on community resources available to the program

- Development of communication and counseling techniques

- Administrative requirements (e.g., reports, evaluation, regulations)
- Overview of all activities and jobs within the program, concentrating on job descriptions of those positions to be filled by volunteers
- Swearing-in ceremony
- Training program evaluation.

Training also varies according to trainee and program objectives. Effective training involves the group in the learning process using techniques like role-playing, socio-drama, communication games and group discussions. There are a number of audio-visual aids which can be used in training volunteers.

The average pre-service training program is 10 to 12 hours over two to four weeks. Programs are usually conducted at night in a location accessible to the majority of volunteers. Continued in-service training is encouraged by both volunteers and staff to further develop volunteer skills and enlarge program services.

Cooperative training programs with other volunteer groups in the court and other agency volunteers can be conducted to share training costs. In states where a Volunteer Services Department exists, usually in the Human Resources Department, the state may conduct training sessions for local volunteer groups using professional training staff.

Job Placement and Matching

Volunteers' primary contributions are natural qualities and skills and it is essential to match these skills with appropriate assignments and supervisors. Again, the importance of the needs analysis in program planning is evident. Successful job placement and matching are dependent upon such analyses. Creative screening and matching can fit the job to the volunteer. Job assignments should be subject to continuous reassessment by both staff and volunteers. Effective matching of volunteer to supervisor considers several points:

- Active participation of staff members in program planning, recruiting, and training of volunteers
- Interest and attitude of staff members in working with volunteers
- Interaction of staff members with volunteers.

Staff members who are reluctant to work with volunteers for reasons mentioned in the previous chapter should not be required to do so.

Matching the Volunteer and the Child

The probationer should be carefully screened before matching him with a volunteer. His and the family's desire to work with a volunteer, and his interests and special needs in such a relationship (e.g., suitable adult model, friend/companion, supervisory or primary counsel) must be determined. Five determinant characteristics for matching volunteers and probationers are: (1) age, (2) sex, (3) race, sub-culture, (4) location, and (5) interests, activities, skills.

- Age: The decision as to whether the offender should have a volunteer approximately his own age or someone considerably older depends on judgement as to whether his main problem is lack of communication with peers, a need of an older stabilizing "father figure" type, and so forth. But some general guidelines regarding age are:

  - Probably the one-to-one volunteer should be at least a mature 18-19, for a probationer 12-14.

  - Older offenders need at least 19-20 year old volunteers.

  - For offenders age 17-21, the volunteer ordinarily should be at least three or four years older.

  - When offenders are adults, the volunteer's age is not so important. Here, the volunteer can be younger than the offender.

- Sex: The general rule has been that volunteers and offenders should be the same sex. But there can be exceptions, though they should be carefully considered by the Coordinator. In some kinds of less personal and more restricted one-to-one roles, such as volunteer tutor, the "same sex" guideline can more easily be bypassed and where a married couple work together as volunteers, they can often relate as a team far more easily to an offender of either sex.

- Race, Sub-Culture: Other things being equal, a volunteer of the same race or sub-culture should be considered desirable, especially if the offender needs more pride and identification with his culture and race.

  However, the court volunteer movement is relatively lacking in minorities and economically underprivileged people. Therefore, cross-cultural or cross-class matching is frequently necessary. Where cross-cultural matching does occur, try to find a volunteer who is especially sensitive to and willing to learn about the offender's sub-cultural or racial background.

- Location: If possible, the volunteer and the offender should live relatively close together. They will have easy access to and communication with each other, and the volunteer is more likely to be familiar with the offender's home and neighborhood situation.

- Interests, Activities, Skills: A common naive assumption is that building a relationship with an offender is all "talking together." Actually, far more of it may be doing together. One solid common activity interest may be worth a million words. For instance, fishing together or listening to jazz could be an important experience. The volunteer recruiting and screening process can identify these activities for volunteers in their registration forms and during interviews. The same should be done for the offender when his personal history is taken. An example of this is the Activity/Interest Inventory presently being used by the Colorado Matching Project. Both volunteers and offenders fill out the form, and volunteer and offender forms can easily be compared with one another.

  The number of similar and opposite interests is highly significant. Some categories may be more important than others. An overlapping interest in a single activity, such as working on cars, may far outweigh lack of other common interests.

When matching volunteers to offenders, keep in mind that we have little or no real knowledge in this area. There are no simple formulas of what makes one relationship "click" and another fail. Nonetheless, how you match volunteers and youthful offenders is a key determinant in program success.

Chapter III

LEGAL ISSUES

The use of volunteers to provide various services to the court presents several legal issues that government agencies and volunteer organizations need to be aware of. Two issues which can be addressed in general are liability of the state for volunteer activities and the liability of volunteers for acts committed while serving the court. Closely related to the issue of liability is that of insurance -- workmen's compensation, volunteer liability insurance and automobile liability insurance.

State/Agency Liability

Present case law contains few cases in which a volunteer caused an agency to be liable. However, the area is one of great potential concern to government agencies who use volunteers and should be examined carefully.

Where state or local governments are immune from liability, volunteers must be certified as employees in order to qualify for immunity from liability for damages. "Employees" can qualify for certification in any of the following ways (the criteria for employee certification also apply to workmen's compensation.):

- Volunteers must receive monetary compensation for their services -- as little as one dollar per year will suffice.
- Volunteers must perform assigned or authorized duties.
- Volunteers must be supervised, which implies training and regular reporting.

Most states have enacted legislation which allows them to assume some liability for the action of their agents or employees, though often a limit has been set on that liability.

Volunteer Liability

Once private citizens volunteer to serve on behalf of a public agency, they have a responsibility to exercise care in the execution of that service. Volunteers can be expected to be held personally liable for their conduct. Volunteers have several remedies for liable actions against them. The agency or court in which the volunteer is serving can require both the probationer and his family to sign a waiver agreeing in advance not to hold the agency, its employees or agents responsible for any injury or damage in connection with volunteer services. Such waivers are particularly important where the probationer participates in

high risk activities such as swimming, trail bikes, or camping. The other remedy is comprehensive liability insurance. This will be discussed in more detail in a later section.

Injury to the Volunteer - Insurance

All states have Workmen's Compensation laws which cover an employee injured on the job. Volunteers must specifically be included as a class in order to be eligible for the compensation coverage. The volunteer must be defined as an employee of the state through legislation or policy amendments so as to be included in state coverage.

States which do not include volunteers under their Workmen's Compensation coverage usually provide liability insurance through private agencies. Automobile insurance which is usually added to the volunteer's own personal coverage is also available through a state liability coverage. The cost to the volunteer is minimal, somewhere between $2 and $3 annually.

Some states have enacted legislation which permits the state to accept legal liability in tort situations. This provides for protection of both the interests of the state and the injured party without a drain on the state treasury. Montana has such a plan in its Comprehensive Insurance and State Tort Claims. Volunteers are included under specific circumstances when defined as an employee acting as an agent of the state whether or not compensation is granted. This type of comprehensive insurance is recommended particularly in states such as Alabama which do not cover the volunteers working in various programs and agencies throughout the state.

The National Volunteer Parole Aide Program of the American Bar Association recommends the following legal considerations in volunteer programs:

- Development of a comprehensive liability insurance plan for the state
- Use of general and specific waivers
- Knowledge of local claim procedures
- Liability insurance coverage which protects both the state and the volunteer
- Legal consultation of specific matters of liability.

The issues of volunteer and state/agency liability are not only complex, but also changing. Volunteers should be advised about their position and responsibilities early in the training program to avoid later misunderstanding. A volunteer legal counsel can keep the coordinator advised on any changes in the law regarding volunteers.

Chapter IV

FINANCING

Financial Planning

Volunteer programs do not imply a free ride for the agency which uses them. Although volunteers are generally not compensated for their services, there are program costs involved. Seeking and securing funding is part of the initial planning process as well as an ongoing process. These guidelines should be considered when developing financial plans for a volunteer program:

- The program should be costed out in order to develop a complete budget.
- Funding sources should be identified and plans developed for approaching them.
- The evaluation component of the plan can be used to demonstrate the program's effectiveness in order to secure additional funding.
- A small pilot project can demonstrate volunteer program performance prior to large scale program application.

Program Expenses

Volunteer programs incur expenses for materials and facilities, program administration, and support (e.g., training, materials, recruitment, mailings) and staff supervisory time. Though estimates vary widely, the following are some approximations for program cost in Boulder, Colorado (1970 figures):

- 10¢ to 25¢ per volunteer hour for in-kind support costs, such as printing, mailing, and travel
- $1 to $1.50 per volunteer per hour when staff supervision is considered (does not include volunteer out-of-pocket expenses or special service to clients such as medical or psychiatric exams)
- $100 to $150 per volunteer per year for adequately supervised support programs.

Most of the costs of a volunteer program are implicit, such as extra hours of staff time spent working with volunteers. The Lincoln, Nebraska, Volunteer Probation Counselor Program estimates the following statistics for a one year period:

- Seventy-seven volunteers were interviewed and completed psychological testing; 62 participated in training.
- Six orientation training sessions were held.
- Seventy-seven percent of the trained volunteers received assignments.

The chart below shows the amount of staff time spent working with volunteer probation counselors.

Professional Staff Time Spent Working with Volunteer Probation Counselors

Activity	Amount of Time
Recruitment (Interview & testing)	46.5 hours
Training Series (5 sessions, 3 nights per session)	181.0 hours
Matching Probationers with Volunteers	18.5 hours
Initial Meeting Arrangements	24.0 hours
Solving Problems in Relationships	80.0 hours
TOTAL	350.0 hours*

*The 350 hours represents approximately 6% of total staff time.

Funding Sources

There are two types of funding for volunteer programs: cash and in-kind donations, such as supplies, training materials, free press, recreational facilities, and tickets to community events. The following is a list of potential sources for both types of funding:

- Local court or complementary agencies' budget
- State volunteer services agency (consulting, materials, training)
- State Criminal and Juvenile Justice Agencies
- Local Chapter of United Way

- Small-scale private sources (e.g., volunteer membership fee; volunteer fund raisers; Board of Directors or Community Advisory Board)

- Local, state, and national foundations.

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